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The progress of housing reform in Brooklyn

[Brooklyn?]

[1916]

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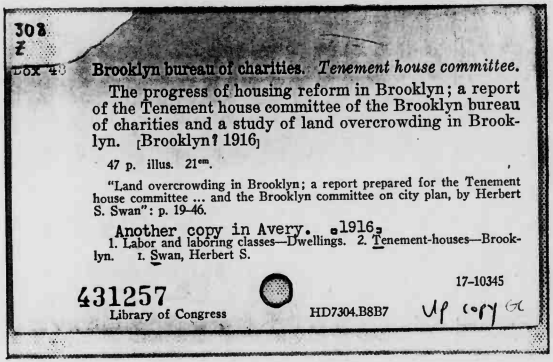
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Box 43
Brooklyn bureau of charities. *Tenement house committee.*
The progress of housing reform in Brooklyn; a report of the Tenement house committee of the Brooklyn bureau of charities and a study of land overcrowding in Brooklyn. [Brooklyn? 1916]
47 p. illus. 21cm.
"Land overcrowding in Brooklyn; a report prepared for the Tenement house committee ... and the Brooklyn committee on city plan, by Herbert S. Swan": p. 19-46.
Another copy in Avery. [1916]
1. Labor and laboring classes—Dwellings. 2. Tenement-houses—Brooklyn. I. Swan, Herbert S.
17-10345
431257
Library of Congress
HD7304.B8B7
Lp copy 6c

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TECHNICAL MICROFORM DATA

FILM SIZE: 35 mm REDUCTION RATIO: 12:1 IMAGE PLACEMENT: IA (IIA) IB IIB

DATE FILMED: 2-10-97 INITIALS: MS

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THE PROGRESS OF HOUSING REFORM IN BROOKLYN

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THE PROGRESS OF HOUSING REFORM IN BROOKLYN

A REPORT

OF THE

TENEMENT HOUSE COMMITTEE

OF THE

BROOKLYN
BUREAU OF CHARITIES

AND

A STUDY OF
LAND OVERCROWDING IN BROOKLYN

FOREWORD

The chief purpose of this volume is to make public a study of land over-crowding in Brooklyn recently prepared for the Committee by Mr. Herbert S. Swan. Since the requests for copies of this study were numerous and insistent and since any considerable delay in publishing a study of this kind detracts greatly from its value, the Committee decided to publish it at once. The Committee also felt it desirable to give out at the same time a rather complete statement of its work for the period which has elapsed since the report for the years of 1912 and 1913. The following report covers the period from January 1st, 1914, to September 1st, 1916. Unfortunately the period covered is rather irregular, lacking as it does but four months of three years. However, the Committee feels that this objection is more than outweighed by the convenience and economy of having the two reports embraced in one volume.

Brooklyn Tenement House Committee.

THE THREE FAMILY HOUSE PROBLEM.

The demand for legislative amendment in favor of the three family house has been a problem which this Committee has had annually to meet. The difficulty in the past has been that the various interests concerned have joined together in demanding a sweeping amendment which would satisfy each interest. These interests are (1); those who wish to build new three family houses cheaply, (2); those who wish to convert old private houses into tenements and (3); those who wish to have two family and store houses, which were built to evade the law, legalized as tenements. To this method of amending the law we have been and always shall be opposed; because such a procedure would open the door to flagrant abuses and because there is not the same measure of justice in the claims of each party. We are particularly opposed to making any concession to the two family and store houses. Most of these have been built since 1901 according to plans which called for a store on the first floor and two apartments above. Later the rooms in the rear of the store have been divided and made to accommodate another family, thus creating a three family tenement without complying with the Tenement House Law.

So far as the new three family houses are concerned, the Committee is now fairly sure of its ground. It has gone into all of the various social and economic aspects of the situation and knows pretty definitely what concessions might be made without sacrificing the health and safety of the tenants. With respect to the old private houses which are no longer suitable to such use, the position of the Committee is not so clear and it is still seeking light. Many of these buildings could be converted into tenements without creating interior living rooms, but the requirements for fire proofing the halls and stairs and for ventilating the toilets to the outer air, make the cost of improvements out of all proportion to the possible increase in revenue. The committee is, therefore, undertaking a study of these houses with a view to discovering how many such houses are available in Brooklyn and just what concessions might reasonably be made in order to convert them into tenement houses.

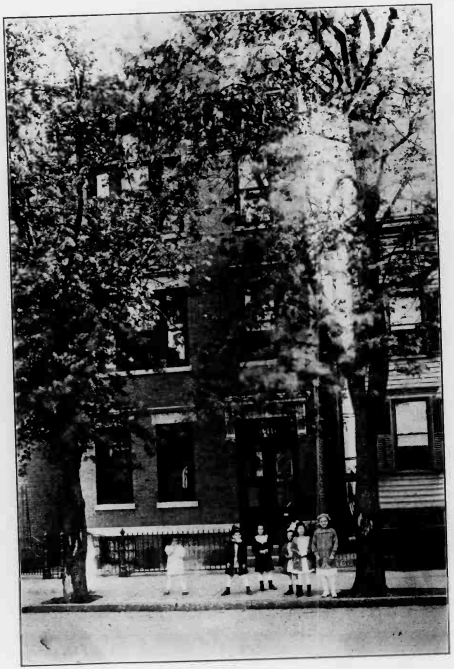
During the last three years our work on the three-family house problem has been more in the direction of prevention than of cure. We have sought to remove the cause for this continued agitation by conferring with the real estate interests as to what changes they desired with respect to these houses and how far

A new law three-family house.

such changes might be permitted without sacrificing the health and safety of the tenant. While these conferences were in progress the demand for the complete withdrawal of the three-family house from the Tenement House Law was conspicuously weak. Although the customary bill was introduced during the legislative sessions of 1914 and 15, its defeat cost us little effort, and during the session of 1916 no bill was offered at all.

On January 26, 1914, Commissioner Murphy appointed a committee of real estate men to prepare a list of amendments to the Tenement House Law which they felt were desirable for three-family houses. This Committee was instructed to submit its proposed amendments to the Brooklyn Tenement House Committee which in turn was to report its findings to Commissioner Murphy. Within a month Commissioner Murphy's Committee was ready with its suggestions. They applied both to buildings to be erected in the future and old buildings to be converted into three-family tenements. In the case of new buildings their plan provided for the reduction of inner courts, intakes and public halls and the removal of many of the requirements for safety. In the case of old buildings to be converted into tenements they suggested that the requirements be about the same as for old law tenements.

After a careful study of the proposed amendments and all that they involved and after a conference with representatives of the New York Tenement House Committee, we submitted our final answer to the Committee of real estate men. In regard to the proposals for new buildings, it was the feeling of the Committee that the alleged saving in cost, about $200, did not warrant the sacrifice of light and ventilation which that plan entailed, and therefore that part of their plan was disapproved by the Committee. The Committee felt, however, that the recommendations for the omission of bulkheads, scuttles, ladders and the reduction of the width of the hall might well be accepted. In regard to the old buildings which they desired to convert into tenement houses, the Committee expressed itself as willing to consider those which were erected prior to the enactment of the Tenement House Law in 1901. It stated, however, that no interior rooms should be permitted for use as living rooms, but it felt that several of the other requirements for new law tenements might be removed. The committee of real estate men were disappointed at our final conclusions, for they felt that they did not adequately relieve the situation.



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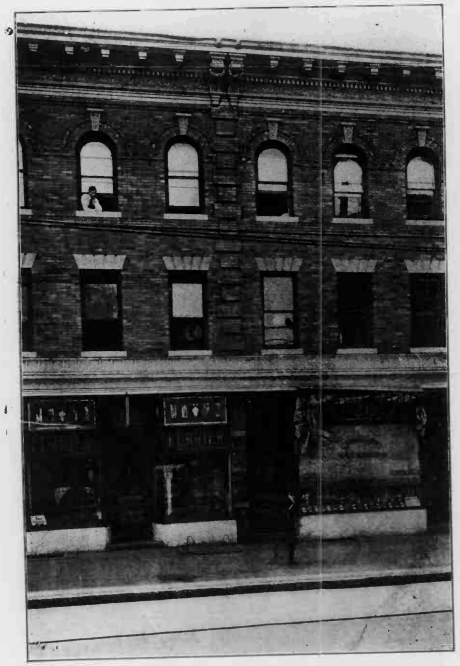


Two-family and store properties. A family is frequently installed in the rear of the store making it an illegal three-family tenement.

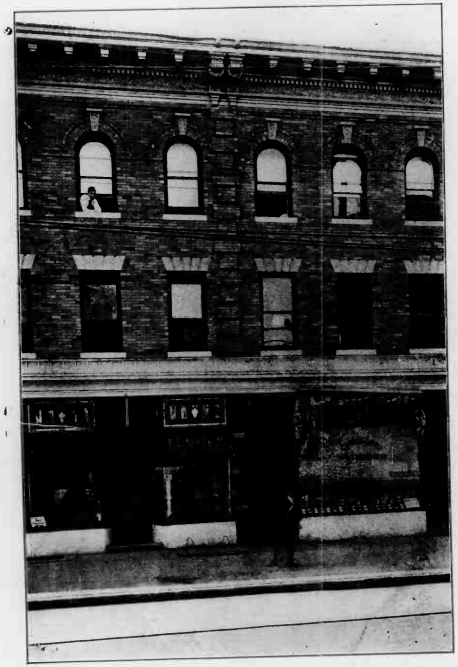
During the winter of 1915 the Advisory Council of Real Estate Interests appointed a Committee to consider the three-family house problem. Acting upon a joint resolution adopted by this Committee and our own in May, 1915, the Advisory Council of Real Estate Interests appointed a committee of builders to prepare plans for the type of three-family house which they wished to build and to submit these plans with estimates of saving in cost to our Committee for approval.

On January 3rd the Advisory Council's Committee reported to us their final recommendations. Briefly, their plan was to reduce the present requirements for inner courts from 100 to 50 square feet when two buildings adjoined; to reduce the requirements for fire proofing and to provide for straight stairway to permit a narrow hall. These requirements, they claimed, would effect a saving of between $750 to $900 for each house, and would make possible a more desirable outlay of rooms.

Our Committee made a very careful study of these recommendations supplementing it by tours of inspection of buildings whose construction nearly duplicated that which the proposed amendments would provide in three-family houses in the future. After several joint sessions with the New York Tenement House Committee, it was agreed that it would be undesirable to make any great reduction in the fire proofing requirements or to make any reduction whatever in the size of the inner court. However, in order to meet the objection to the present requirements of an oblong court 4 x 12½ feet which involves a costly floor plan, the Committee suggested that a square court approximately 7 x 7 feet be allowed. The Committee was also willing to omit the stair well in order to provide for a straight stairway, thus saving three feet in the width of the building. The Committee prepared a plan along these lines, which according to the estimates of the Advisory Council's Committee would impose an additional cost of but $121.68 over their own.

On May 8th, the Chairman of the Advisory Council's Committee reported on our proposals rejecting them in toto, giving as his reasons, first that they would be of no practical use, and second that those who have worked on the subject would appear to have received something when they have received practically nothing. From this conclusion, however, our committee dissents.

INTENTIONAL SECOND EXPOSURE



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Old private residences no longer suitable to such use but which cannot profitably be converted into tenement houses.

Light and Ventilation in Two-Family Houses.

The Committee has long known that two-family houses were being erected by thousands in Brooklyn which had interior rooms. While it was thought undesirable to try and bring two-family houses under the Tenement House Law, yet the Committee realized that adequate light and ventilation is as essential in these houses as in the case of tenements. During the recent revision of the Building Code, therefore, the Committee has worked for the introduction of sections which would require adequate light and ventilation in this type of houses. We accordingly drew up an amendment and presented it to the Building Code Committee of the Board of Aldermen. The proposed amendment would have required every room in one and two-family houses to have a window to the outer air either upon the street, yard or court of adequate size. Our recommendations were courteously received by the Building Code Committee and given careful consideration, with the result that a section incorporating our suggestions was drawn up by the Building Code Committee of the Board of Aldermen. Unfortunately as a concession to the building interests this section was later amended to permit alcove rooms in such houses and the principle for which we had stood was measurably defeated. In spite of the protests of this Committee and the New York Tenement House Committee this amendment was adopted by the Board of Aldermen in April, 1916. The Committee still hopes, however, to have the code amended in the future to correct this evil.

The Consolidation of Building Inspection.

During the legislative session of 1915 a bill was introduced which would have annihilated the Tenement House Department and made proper enforcement of the Tenement House Law impossible. This bill grew out of a long discussion of the evils of conflicting building inspections and a demand for a general consolidation of such inspections. During the summer of 1915 the State Factory Investigating Commission held hearings on this question and later the Mayor appointed a committee to consider this important question. Although our Committee had repeatedly pointed out that there was no serious conflict of inspection between the Tenement House Department and the other state and city departments, yet there were those who insisted that the Tenement House Department should be included in the general scheme of consolidation. A bill known as the Lockwood-

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Ellenbogen Bill was introduced into the legislature early in the session. It provided that all inspections of buildings should be conducted by the building superintendents in the various boroughs. Realizing the danger to which this proposal subjected all tenement house inspection, the Committee opposed the bill from the start. During February, March and April most of the time of our Committee was given to attempts of either defeating the bill or having it so amended as to exclude the Tenement House Department from its application. We addressed a circular letter to a thousand persons asking them to join us in opposing the bill; we sent a delegation to the hearing in Albany to appear in opposition to the bill; in numerous conferences in this city we sought to have the Tenement House Department exempted; but in spite of all these efforts the bill passed the legislature and came before the Mayor for his approval. When the Mayor returned the bill with his veto the legislature had already adjourned and the bill was lost.

Realizing, however, how narrowly the defeat of the Tenement House Department had been averted, the Committee decided to meet the proposal in advance the following year by having the Tenement House Department excluded from any proposed scheme of consolidation. During the preliminary conferences which were held on this subject, this Committee was represented and with the aid of the New York Tenement House Committee was successful not only in having the Tenement House Department exempted from the consolidation scheme, but in having additional power bestowed upon it; for, the proposed bill provided that the Tenement House Department was to have full jurisdiction as to bakeries in the basements of tenement houses. Heretofore, there had been some overlapping of authority between the Tenement House Department and the Health Department in this respect. The bill was introduced in the legislature and became a law. If it had not been for the activity of the Tenement House Committees at this time it is likely that the powers of the Tenement House Department would have been seriously curtailed.

Co-operation with the Tenement House Department.

One of the most valuable and practical points of contact which the Committee has with the Tenement House Department is through the systematic filing and following up of complaints. The Secretary receives frequent complaints of bad housing con-

ditions from the district nurses and various social workers. If there is any doubt as to the validity of these complaints, the Secretary makes an investigation. The complaint is then made to the Tenement House Department and a record of it is kept on a card in the Secretary's office. Each month visits are made to the Tenement House Department and the cases followed up to see whether the violations have been dismissed. The value of this work is that it enables the Secretary to tell at once whether or not the complaint is receiving proper attention and what progress is being made. In this way we can keep the social workers interested and encourage them to make complaints promptly and regularly. This system also relieves the Tenement House Department of the extra work of the investigating baseless complaints and enables us to bring to their attention cases of long standing which deserve drastic action and which in the ordinary routine would lie unnoticed in their files.

From January 1st, 1914, to September 1st, 1916, the Secretary filed 287 complaints with the Department. Of these 191 or 66% resulted in the filing of violations, while of complaints sent to the Department from all sources only 40% resulted in violation. By investigating doubtful complaints and by excluding those which come under the jurisdiction of other departments, the Secretary is able to save the Department many unnecessary and futile inspections. The chief value of this work to the Committee, however, is that it brings the Secretary into intimate and almost daily contact with the officials of the Department and with their problems.

Responsibility of the Tenant.

For three years the Committee has been working on the problem of holding the tenant responsibile for unsanitary conditions of his own creation. The Committee has found that many unsanitary conditions such as obstructed water closets, filthy floors and walls and the like are due entirely to the negligence of the tenant, whereas the Tenement House Department has heretofore held the owner responsible for such conditions and makes him remedy them. Not only does this place an unfair burden on the owner, but it does not teach the tenant by forceful means that he must not create such conditions. Our education of the tenant has heretofore been entirely by moral suasion and we need a good dose of compulsion in many cases to impress the lesson on his mind. After a long study, our Law Committee arrived at the conclusion

that an amendment to the Tenement House Law was needed in order to enable the Department to cope with this problem. An amendment to Sections 104 and 124 of the Tenement House Law was proposed by the Committee which in its opinion would have accomplished this purpose. When the Committee presented the proposed amendment to Commissioner Murphy he stated that in his opinion no amendment to the law was necessary, as the Department already had sufficient power. He proposed, therefore, to work out a system of serving notice upon the tenant for unsanitary practices for which he could be held responsible. The inspectors have been supplied with blank forms to be made out and served upon the tenant and with a list of stereotyped orders which covers all cases of violation of the law for which the tenant can be held responsible. Although this system has not been sufficiently tried out to warrant definite conclusions, the Committee hopes that it will lead to a decrease of unsanitary practices on the part of the tenant.

Educational Work.

To promote an interest in good housing generally and more particularly to arouse the tenant to both his rights and responsibilities, the Committee conducts a constant educational campaign. By means of talks in churches, clubs and boards of trade and by articles to newspapers, the Committee is able to reach the general public and to keep it aroused as to the need of adequate housing regulations and to enlist its support in the efforts of the Committee in this direction. The tenant is reached largely through talks to the children in the public schools, through the distribution of housing literature, through the instruction given them in model demonstration flats under our jurisdiction and through practical housing exhibits. By far the larger number of talks are given to the school children.

After delivering a talk to public school children, the Secretary leaves with the principal 50 or 60 "For You" folders, to be used by the teachers as textbooks to impress more clearly upon the minds of the children the points made in the housing talk. These booklets were prepared jointly by the New York Tenement House Committee and the Tenement House Department, and are designed to give the tenant practical instructions as to the requirements of the law and how he may help in enforcing it, and in improving conditions in his own apartment. From January 1st, 1914, to September 1st, 1916, 119 talks were given to an aggregate audience of 43,817 school children. During the same period, 61 addresses, usually illustrated by lantern slides, were delivered to adult audiences aggregating 4,473. In this way 48,290 people were directly reached.

The Committee has recently established a model demonstration flat in Williamsburgh. The flat is being run by a local organization and is housed in a building owned by the Bureau of Charities and under the supervision of the Committee. Here practical instruction is given in cooking and housekeeping and the flat is so furnished as to give a concrete illustration of the principles of economical and desirable housekeeping. In this way a large group of tenants in the most congested section of Brooklyn is receiving practical instruction in good housing.

City Planning.

During the summer of 1915 the Committee sought to have amendments passed by the Constitutional Convention which would have embodied in the State Constitution the principle of regulation of the height, size and use of buildings within prescribed districts. In co-operation with the Advisory Council of Real Estate Interests, the City Plan Committee of the Board of Estimate and the New York Tenement House Committee, the Committee had amendments introduced to accomplish this purpose. The Committee was represented at all hearings of this bill at Albany and at various times we sent letters and telegrams to the members of the Committee who had the bill in charge urging immediate and favorable action. Unfortunately the bill was held in committee for most of the summer and was reported to the Convention too late to be voted on. However, in order to get the principle of the bill stated in the proceedings of the Convention, two delegates spoke from the floor and stated that legislation along this line had already been enacted by the State legislature and that it was the opinion of those competent to judge that such legislation would be upheld by the Court of Appeals of this State and the U. S. Supreme Court. It is hoped by those who favored this principle that this statement of the Convention will have a salutary effect upon the courts when the constitutionality of the matter is finally tested. Probably the chief value of this work, however, was in the advertising which it gave to the general scheme of districting and city planning. During the campaign numerous articles were given to the newspapers, circular letters were written to the people asking

them to support the program and everything was done that could be done to arouse the people to the importance of this work.

During the fall and winter of 1915-16, the Committee employed Mr. Herbert S. Swan, formerly of the staff of City Plan Committee of New York City, for five months to make a special study of congestion in Brooklyn, and to make the co-operation between this Committee and the Commission on Building Districts more effective. Mr. Swan has prepared a very valuable report, which is published elsewhere in this volume, showing that congestion in Brooklyn is increasing more rapidly than in any other section of the city. Considerable publicity has been given to the facts brought to light in this report and the demands for its publication have been so great that the Committee has felt it its duty to make it public in this form.

The Committee was aroused by this report to the importance of securing drastic action to check this tendency toward congestion. After carefully studying the proposals of the Commission on Building Districts and Restrictions, the Committee found that so far as Brooklyn is concerned their restrictions would have little effect in preventing congestion. The Committee, therefore, proposed several amendments to the proposed scheme which it believed would make restrictions more effective in spreading population over wide areas and in smaller housing units. These suggestions had to do with increasing the number of districts where only small tenements would be permitted and by imposing greater height limitations over larger areas, and several minor suggestions. Most of these suggestions were adopted by the Commission in their final report and have been accepted by the Board of Estimate and Apportionment of the City of New York.

Neighborhood Studies.

General housing laws are inadequate to solve some of the most serious phases of the housing problem, such as overcrowding, and lack of proper sanitary conditions. Indeed it may be argued that housing laws, by increasing the cost of construction tend to increase overcrowding and congestion. Moreover, there is danger of housing reformers becoming too vague and abstract when they consider only a general housing program. For effective work it is necessary to keep in touch with concrete conditions and local problems. The Committee has realized this and is trying to shape its work more and more in this direction.

During the spring and summer of 1916 the Secretary gave a

great deal of his time to making a housing survey of the district known as Flatbush and more particularly to the section known as Pigtown. The result of this survey is to be included in a general survey of the Flatbush district, but the report will be of particular value to the work of this Committee. An exact study of the district of Pigtown with respect to overcrowding, rents, land values and sanitary conditions was made and a complete report prepared. The substance of this report will be published by the Committee of the Bureau of Charities who are making the survey. There are several neighborhoods where local housing problems are even more urgent than in Pigtown; these the Committee hopes to serve in the future.

A great organization like the Brooklyn Bureau of Charities, serving as it does thousands of needy families, has in its files an enormous amount of social data which is invaluable to the housing worker. In co-operation with the head of the Department of Service and Relief of the Bureau of Charities, the Secretary is making a study of the housing conditions which are found among the families who come under the care of the Bureau of Charities. When this study is completed we shall have reliable data for the housing conditions of about 4,500 families. This material will include exact information as to overcrowding, rents, light and ventilation and sanitary arrangements. It will also throw light upon the relation of housing conditions to poverty and ill health. In this way we shall see what effect our present housing program has upon the great economic class which most needs the protection of the community. By means of such studies as these the Committee hopes to be able to point out the weak spots of our present housing program and to suggest new programs to meet new needs.

LAND OVERCROWDING IN BROOKLYN

A REPORT PREPARED FOR
THE TENEMENT HOUSE COMMITTEE
OF THE
BROOKLYN
BUREAU OF CHARITIES

AND

THE BROOKLYN COMMITTEE ON
CITY PLAN

By HERBERT S. SWAN

19

Increasing Tenement House Congestion in Brooklyn.

The average density of the tenements erected in Brooklyn in 1915 was 724 persons per acre. The maximum density was over 1,600 per acre. This refers to land actually used for new tenements, excluding streets. Any tenement house locality would show lower figures than these because no locality is built up solidly with new tenement houses. Comparison may be made, however, with localities in other cities. The greatest density of population in Glasgow is 350 persons per acre; in London 365; in Paris 434; and in Prague 485. These are the densities of the most congested spots in European cities. The highest locality congestion in Glasgow, London and Paris is not so high as the average congestion on the land actually used for the Brooklyn tenements erected in 1915.

A population of approximately 160,000 (counting 4.6 persons per family) was housed in the new tenements erected in Brooklyn from 1912 to 1915. The persons accommodated in the 1912 tenements were housed at an average density of 643 persons per acre: in the 1913 tenements 650 per acre; in the 1914 tenements 697 per acre; and in the 1915 tenements 724 per acre. The average congestion during the short space of these four years increased 12½ per cent.

Nowhere in the world, except in Manhattan and the Bronx, is land utilized as intensely as in Brooklyn. Congestion in Manhattan and the Bronx can still be said to exceed the congestion of Brooklyn. That, however, is not because people are not housed at as great densities in Brooklyn as in either Manhattan or the Bronx—the maximum densities for each is about the same. The only difference is that Brooklyn houses a larger proportion of her increasing tenement population at the lower densities.

Tenements are now being erected in practically all parts of the borough. Flatbush and Park Slope are being developed with tenements of the same density as Long Island City; Brownsville and East New York of the same density as Harlem; South Brooklyn as Washington Heights; Bushwick as Inwood; Greenpoint as the Bronx; and Williamsburgh as the most congested districts of the lower East Side of Manhattan.

The type of tenement erected in different sections of the city and its density per acre and per lot is indicated in the following schedule:

An example of the way in which the large tenement house is invading old private residential sections. This building houses 30 families at a density of 1,200 persons per acre.

INTENTIONAL SECOND EXPOSURE

INCREASING TENEMENT HOUSE CONGESTION IN BROOKLYN.

The average density of the tenements erected in Brooklyn in 1915 was 724 persons per acre. The maximum density was over 1,600 per acre. This refers to land actually used for new tenements, excluding streets. Any tenement house locality would show lower figures than these because no locality is built up solidly with new tenement houses. Comparison may be made, however, with localities in other cities. The greatest density of population in Glasgow is 350 persons per acre; in London 365; in Paris 434; and in Prague 485. These are the densities of the most congested spots in European cities. The highest locality congestion in Glasgow, London and Paris is not so high as the average congestion on the land actually used for the Brooklyn tenements erected in 1915.

A population of approximately 160,000 (counting 4.6 persons per family) was housed in the new tenements erected in Brooklyn from 1912 to 1915. The persons accommodated in the 1912 tenements were housed at an average density of 643 persons per acre; in the 1913 tenements 650 per acre; in the 1914 tenements 697 per acre; and in the 1915 tenements 724 per acre. The average congestion during the short space of these four years increased 12½ per cent.

Nowhere in the world, except in Manhattan and the Bronx, is land utilized as intensely as in Brooklyn. Congestion in Manhattan and the Bronx can still be said to exceed the congestion of Brooklyn. That, however, is not because people are not housed at as great densities in Brooklyn as in either Manhattan or the Bronx—the maximum densities for each is about the same. The only difference is that Brooklyn houses a larger proportion of her increasing tenement population at the lower densities.

Tenements are now being erected in practically all parts of the borough. Flatbush and Park Slope are being developed with tenements of the same density as Long Island City; Brownsville and East New York of the same density as Harlem; South Brooklyn as Washington Heights; Bushwick as Inwood; Greenpoint as the Bronx; and Williamsburgh as the most congested districts of the lower East Side of Manhattan.

The type of tenement erected in different sections of the city and its density per acre and per lot is indicated in the following schedule:

An example of the way in which the large tenement house is invading old private residential sections. This building houses 30 families at a density of 1,200 persons per acre.

Density of Population in Different Types of Tenements Erected in New York—1912-1915.

Height (in stories)	Fam. per house	Lot width (ft.)	Fam. per acre	Fam. per 25 ft. lot	Place erected
2 non-el.(1)	4	25	70	4.00	Astoria, Glendale, Jamaica, Woodhaven, Richmond Hill, Bay Ridge, Boro. Park.
2 "	4	20	87	5.00	Jamaica, Woodhaven, Richmond Hill, Bay Ridge, Boro. Park.
3 "	3	25	52	3.00	Ridgewood, Bensonhurst.
3 "	3	20	65	3.75	Woodside, Elmhurst, Newtown, Corona. Bay Ridge.
3 "	6	30	87	5.00	Lefferts Park.
3 "	6	27½	95	5.45	Flushing, Whitestone, College Point, Ridgewood.
3 "	6	25	104	6.00	Ridgewood, Boro. Park, Long Island City, Astoria.
3 "	6	20	130	7.50	Canarsie, Astoria, Brownsville, East New York.
4 "	4	20	87	5.00	Borough Park.
4 "	8	25	140	8.00	Long Island City, Greenpoint, South Brooklyn.
4 "	16	50	140	8.00	Flatbush, Park Slope.
4 "	20	50	175	10.00	Brownsville, East New York, South Brooklyn, Long Island City.
4 "	23	50	200	11.50	Brownsville, East New York, South Brooklyn.

Height (in stories)	Fam. per house	Lot width (ft.)	Fam. per acre	Fam. per 25 ft. lot	Place erected
4 non-el(1)	18	37½	209	12.00	Astoria.
4 "	15	30	218	12.50	Greenpoint.
4 "	20	40	218	12.50	Brownsville.
5 "	12	38⅓	136	7.82	Bronx
5 "	21	50	183	10.50	Washington Heights, Harlem.
5 "	20	40	218	12.50	Bronx, South Brooklyn.
5 "	26	50	226	13.00	Bronx, Long Island City, Bushwick, Inwood, Washington Heights.
5 "	37	50	322	18.50	Bronx, Bushwick.
6 el.(2)	37	100	161	9.25	Washington Heights, Harlem.
6 el.	42	100	183	10.50	Washington Heights, Harlem.
6 non el.	62	100	270	15.50	Washington Heights.
6 "	61	100	266	15.25	Harlem, Lower Manhattan.
6 "	35	50	305	17.50	Williamsburgh.
6 "	37	50	322	18.50	Lower East Side, Manhattan.
8 el.	26	100	113	6.50	Manhattan.
8 "	34	100	148	8.50	"
8 "	51	100	222	12.75	"
8 "	68	100	296	17.00	"
9 "	45	100	196	11.25	"
9 "	54	100	235	13.50	"
9 "	64	100	279	16.00	"
10 "	35	100	152	8.75	"
10 "	50	100	218	12.50	"
10 "	64	100	279	16.00	"
12 "	25	100	109	6.25	"
12 "	31	100	135	7.75	"
12 "	48	100	209	12.00	"

(1) non-el. = non-elevator.
(2) el. = elevator.

More People in Four-Story Tenements of Brooklyn Than in Skyscraper Apartments of Manhattan.

Many tenements have stores on the first floor. To make the density of population in these comparable with those that have no stores, the first floor has, of course, to be considered as containing apartments, the number of apartments depending in each case upon the type of tenement. Making this allowance a comparative analysis has been made of the building statistics of Brooklyn and Manhattan for the year 1914. The remarks made here, unless specifically stated otherwise, refer solely to the tenements built in that year.

The vast majority of people living in the eight, nine, ten and twelve-story apartments of Manhattan are not housed any more densely than the people living in the four-story tenements of Brooklyn. In fact, one-fourth of the residents of the tall, fireproof elevator apartments of Manhattan are not housed any more compactly than the inhabitants of the three-story, six-family tenements in the outskirts of Brooklyn.

In Manhattan the six-story tenement has a higher range of densities than the most populated skyscraper apartment on either West End Avenue, Riverside Drive, or Broadway. It is the most congested house in Manhattan and yet it is not so congested as the six-story tenement in Brooklyn. In Manhattan only one-third of the apartments in the tenements of this height have a density exceeding 230 families per net acre. In Brooklyn five-sixths of the apartments exceeded this density.

This fact is due to the prevalence of elevator apartments in Manhattan. The six-story elevator house in Manhattan has a density varying between 160 and 185 families per net acre, a density no greater than that of the four-story, twenty-family house of East New York. The six-story non-elevator house in Manhattan has, as a rule, a density equal to, and in some instances exceeding, the density of the same house in Williamsburg, the section containing most of the new six-story tenements in Brooklyn.

If no allowance is made for the stores on the first floors and the density is computed on the actual families inhabiting the tenements of different heights, the situation, it is true, is altered a little. Stores being less frequent in the high fireproof buildings than in the low non-fireproof buildings, the result appears more favorable to the "walkups."

But even then the two and three-story tenements in Brooklyn

are shown respectively as having half the density of the twelve and ten-story apartment houses in Manhattan. The density of the four and five-story tenements in Brooklyn are respectively shown as having the same density as the eight and nine-story houses in Manhattan. The six-story tenement of Brooklyn is again shown as having the highest average density, its density of 14.9 families per 25-foot lot being equal to a population of 1,196 per acre!

Average Number of Families Per Lot and Per Acre in Tenements Erected in Manhattan and Brooklyn—1914.

Height in Stories	Families per Lot		Families per acre	
	Man.	Bklyn.	Man.	Bklyn.
2		4.77		83
3		6.12		107
4		8.76		153
5	10.96	11.17	191	195
6	10.60	14.90	185	260
8	8.62		150	
9	11.03		192	
10	12.37		216	
12	9.98		174	
All Heights	10.63	8.70	185	152

People are housed at as great densities in Brooklyn as in Manhattan, but there is this difference between the two boroughs —Brooklyn does not as yet house so large a proportion of her population at the higher densities as does Manhattan. The summary table below shows that Brooklyn sheltered one-fourth of her new tenement house dwellers in 1914 at a density of less than 130 families per acre. This was, relatively, four times the number housed at this density in Manhattan. In the intermediate densities, that is, the densities varying between 131 and 220 families per acre, the proportion housed in the two boroughs was approximately the same—59 per cent in Manhattan and 62 per cent in Brooklyn. At the densities above 221 families per acre, however, Brooklyn only housed 13 per cent while Manhattan housed 35 per cent

FAMILIES HOUSED AT DIFFERENT DENSITIES IN TENEMENTS ERECTED IN MANHATTAN AND BROOKLYN—1914 (1)

Families Per Acre	Manhattan	Brooklyn	Per cent Manhattan	Per cent Brooklyn
-100	37	599	1.9	7.0
101-130	227	1487	5.5	17.3
131-160	742	1407	18.0	16.3
161-190	947	1783	23.0	20.8
191-220	741	2212	18.0	25.6
221-250	893	296	21.6	3.5
251-280	223	336	5.4	3.9
281-310	49	330	1.2	3.8
311-	266	160	6.4	1.8
Total	4125	8610	100.0	100.0

Although Manhattan now houses a larger proportion of her increasing population at the maximum densities than Brooklyn, this is not a condition that appears likely to continue—congestion of population is increasing so rapidly in Brooklyn.

FAMILIES HOUSED AT DIFFERENT DENSITIES IN TENEMENTS ERECTED IN BROOKLYN—1912-1915.

Families Per Acre	1912	1913	1914	1915
-100	1002	947	599	573
101-130	2049	1782	1487	1355
131-160	1483	2024	1407	1725
161-190	569	1853	1783	2175
191-220	887	1159	2212	2189
221-250	514	147	296	180
251-280	259	292	336	359
281-310	314	367	330	660
311-	432	145	160	202
Total	8309	8716	8610	9418

(1) All the data in this paper relative to density of population refer to the land within the block lines. The proportionate area within streets differs considerably in the several sections of the borough. On the average, however, it constitutes about one-third of the total plotted area.

FAMILIES HOUSED AT DIFFERENT DENSITIES IN TENEMENTS ERECTED IN BROOKLYN—1912-1915. (*Continued.*)

Families Per Acre	Per Cent 1912	1913	1914	1915
-100	12.0	10.9	7.0	6.0
101-130	24.6	20.4	17.3	14.4
131-160	17.8	23.3	16.3	18.3
161-190	18.9	21.3	20.8	23.1
191-220	10.7	13.3	25.6	23.4
221-250	3.8	1.7	3.5	1.9
251-280	3.1	3.3	3.9	3.8
281-310	3.8	4.1	3.8	7.0
311-	5.3	1.7	1.8	2.1
Total	100.	100.	100.	100.

The number of people housed at the lower densities is decreasing; that at the higher densities increasing. The per cent of families housed at a density of less than 100 families per acre was in 1915 only half that housed at this density in 1912. There was also a considerable decrease in those housed at a density varying between 101 and 130 families per acre, the proportion diminishing from 25 per cent in 1912 to 14 per cent in 1915. The relative number housed at densities from 131 to 160 families per acre, and over 220 families per acre, remained practically unchanged. There was, however, a considerable increase in the percentage of families housed at the densities between 161 and 220 families per acre. The proportion in this group increased over 50 per cent during the four years. In 1912 it contained but 30 per cent of the total population housed in new tenements. In 1915 it contained 46 per cent.

The relative number of people housed at a density exceeding 260 families per acre was in 1914, the same in Brooklyn as in Manhattan, nine per cent of the new tenement dwellers crowding the land at this density. The most frequent type of tenement in 1912 was that having a density between 121 and 130 families per acre; in 1913 that with a density between 171 and 180 families per acre; and in 1914 and 1915 that with a density between 191 and 200 families per acre.

The most common type of tenement erected in the several sections of the borough is:

Bensonhurst and Bay Ridge—The three-story, three-family

house on a 200-foot lot with a density of 65 families per acre.

Bay Ridge and Borough Park—The two-story, four-family house on a 20-foot lot with a density of 87 families per acre.

Borough Park—The three-story, six-family house on a 25-foot lot with a density of 104 families per acre.

Canarsie, Brownsville and East New York—The three-story, six-family house on a 20-foot lot with a density of 130 families per acre.

Greenpoint and South Brooklyn—The four-story, eight-family house on a 25-foot lot with a density of 140 families per acre.

Flatbush and Park Slope—The four-story, sixteen-family house on a 50-foot lot with a density of 140 families per acre.

Brownsville, East New York and South Brooklyn—The four-story, twenty-family house on a 50-foot lot with a density of 175 families per acre.

Brownsville, East New York and South Brooklyn—The four-story, twenty-three-family house on a 50-foot lot with a density of 200 families per acre.

Williamsburgh—The six-story, thirty-five-family house on a 50-foot lot with a density of 305 families per acre.

Height of Tenements

How has this increased congestion become possible? Through the erection of higher and larger tenements; the construction of smaller apartments; and the utilization of a greater percentage of the lot area.

The average height of tenements increased three-tenths of a story—the tenements of 1912 having an average height of 3.5 stories and those of 1915 an average height of 3.8 stories.

The erection of three-story tenements has decreased; that of four-story tenements increased. A few years ago the three-story tenement was the predominant type of Brooklyn. Nearly half of the buildings erected in 1912 were of this height. Since then, however, its popularity has waned very rapidly. Less than one-third of the tenements erected in 1915 were three stories.

Height of Tenements Erected in Brooklyn—1912-1915.

Year	2 Stories	3 Stories	4 Stories	5 Stories	6 Stories	Total
1912	36	418	379	21	30	884
1913	83	227	425	22	23	780
1914	31	188	334	24	31	608
1915	10	205	375	10	41	641

Height of Tenements Erected in Brooklyn—1912-1915. (*Continued.*)

Year	2 Stories	3 Stories	4 Stories	5 Stories	6 Stories	Total
			Per cent			
1912	4.0	47.3	43.0	2.3	3.4	100
1913	10.6	29.1	54.5	2.8	3.0	100
1914	5.1	30.9	55.0	3.9	5.1	100
1915	1.5	31.9	58.5	1.5	6.4	100

Apartments in Tenements of Different Heights.

The proportion of three-story buildings erected declined fast, but the proportion of families housed in three-story buildings declined faster. This was, however, not due to a decrease in the number of apartments per building for this class of tenement, but to the increase in the number of apartments per building in the four-, five- and six-story tenements. One-fourth of the total number of families housed in new tenements in 1912 were housed in three-story tenements. In 1915 but one-eighth were so housed. The number housed in four-story tenements increased from 58 per cent in 1912 to 71 per cent in 1915.

Families Housed in Tenements of Different Heights Erected in Brooklyn—1912-1915

Height of Tenements in stories	1912	1913	1914	1915
2	142	331	124	40
3	2,106	1,258	1,121	1,171
4	4,789	5,895	5,818	6,587
5	475	479	572	243
6	797	753	975	1,377
Total	8,309	8,716	8,610	9,418
	Per cent			
2	1.7	3.8	1.4	.4
3	25.3	14.4	13.0	12.0
4	57.7	67.7	67.6	70.8
5	5.7	5.5	6.6	2.5
6	9.6	8.6	11.3	14.2
Total	100.	100.	100.	100.

The number of apartments in tenements of different heights in Brooklyn stands in marked contrast to that in Manhattan. In Brooklyn no tenements over six stories in height are erected. In 1913 and 1914 one-third of all the new apartments in Manhattan were in tenements over six stories in height, one-fourth in tenements ten stories or over in height, and one-sixth in tenements twelve stories or over in height.

FAMILIES HOUSED IN TENEMENTS OF DIFFERENT HEIGHTS ERECTED IN MANHATTAN—1913-1914

Height of Tenement in stories	1913	1914	Per cent 1913	1914
3	8	—	.1	—
4	6	—	.1	—
5	1,649	1,255	25.7	30.4
6	2,505	1,446	39.1	35.0
7	29	—	0.5	—
8	243	180	3.7	4.4
9	414	198	6.4	4.7
10	357	338	5.5	8.2
11	153	—	2.4	—
12	966	708	15.0	17.3
13	74	—	1.2	—
17	17	—	0.3	—
Total.....	6,421	4,125	100	100

AREA DEVELOPED WITH TENEMENTS.

The area developed with tenements was in 1912—59.34 acres; in 1913—61.64 acres; in 1914—56.79 acres and in 1915—59.72 acres.

The relative areas developed with tenements of different heights in Manhattan and Brooklyn in 1914 are shown in the following table:

LOTS DEVELOPED WITH TENEMENTS OF DIFFERENT HEIGHTS IN MANHATTAN AND BROOKLYN—1914

Height in Stories	Number of Lots Man.	Bklyn.	Per cent of Area Man.	Bklyn.
2		25.98		2.6
3		183.20		18.5
4		663.63		67.0
5	114.45	51.21	29.5	5.1
6	136.37	65.43	35.1	6.7
8	20.88		5.4	
9	17.95		4.6	
10	27.32		7.1	
12	70.93		18.3	
Total.....	387.92	989.45	100	100
Equivalent in Acres	22.25	56.79		

THE VANISHING THREE-FAMILY HOUSE

The three-family house has suffered almost complete extinction. In 1906, 1,527 families were housed in such tenements; in 1915 but 45. In other words, one apartment in every eight was in 1906 in a three-family house. In 1915 this had been reduced to one in 210.

THREE-FAMILY HOUSES ERECTED IN BROOKLYN—1906-1915

Year	Houses	Three-family Apts. in Three-Family Houses	Total Apts in all Tenements	Per cent of Total Apartments
1906	509	1,527	12,081	12.6
1907	200	600	13,521	4.4
1908	108	324	4,672	6.9
1909	108	324	4,365	7.4
1910	304	912	8,930	10.2
1911	375	1,125	11,602	9.7
1912	119	357	8,309	4.3
1913	34	102	8,716	1,2
1914	12	36	8,610	.4
1915	15	45	9,418	.4
Total	1,784	5,352	90,224	100.

APARTMENTS PER TENEMENT.

The average number of apartments per building has remained practically constant in the two and three-story tenements but it has increased in the four, five and six-story tenements. The average four-story tenements erected in 1915 contained a third more apartments than that erected in 1912. The average six-story tenement erected in 1915 contained a fourth more apartments than that erected in 1912. The effect of these increases is indicated by the fact that the average tenement of 1915 contained, irrespective of height, 56 per cent. more apartments than that of 1912. The average number of apartments per tenement was 9.4 in 1912; 11.2 in 1913; 14.2 in 1914; and 14.7 in 1915.

AVERAGE NUMBER OF APARTMENTS PER BUILDING IN TENEMENTS OF DIFFERENT HEIGHTS ERECTED IN BROOKLYN—1912-1915.

Heights in Stories	1912	1913	1914	1915
2	3.94	4.00	4.00	4.00
3	5.04	5.54	5.96	5.47
4	12.63	13.87	17.42	17.56
5	22.62	21.77	23.83	24.30
6	26,56	32.74	31.45	33.58
All Heights	9.39	11.17	14.16	14.69

This increase can probably be better illustrated by showing the number of apartments in tenements of different sizes. In 1912 less than five per cent of the apartments were in buildings of more than 30 apartments. In 1915 the proportion of apartments in this class of tenement had more than doubled. In 1912 two-fifths of the total apartments were in tenements of between 16 and 25 apartments. In 1915 this class of tenement contained three-fifths of the total apartments.

This growth in large tenements was, of course, at the expense of small tenements, especially those containing 15 apartments or less. In 1912 nearly half of the apartments were in this class of tenement. In 1915 it contained only a fifth of the total apartments.

FAMILIES PER BUILDING IN TENEMENTS ERECTED IN BROOKLYN—1912-1915.

Families per Building	1912	1913	1914	1915
3- 5	806	776	227	*159
6-10	2,868	1,823	1,220	1,465
11-15	406	474	469	371
16-20	2,476	3,713	3,128	3,446
21-25	903	1,070	2,634	2,330
26-30	473	289	180	661
31-35	264	372	448	549
36-40	113	116	188	148
41-45	...	83	126	289
Total	8,309	8,716	8,610	9,418

FAMILIES PER BUILDING IN TENEMENTS ERECTED IN BROOKLYN—1912-1915. (*Continued*)

	PER CENT.			
3- 5	9.7	9.0	2.6	1.7
6-10	34.5	20.5	14.2	15.6
11-15	4.9	5.4	5.4	3.9
16-20	29.8	42.9	36.3	36.7
21-25	10.9	12.4	30.6	24.7
26-30	5.7	3.3	2.1	7.0
31-35	3.2	4.3	5.1	5.8
36-40	1.3	1.3	2.2	1.5
41-45	...	.9	1.5	3.1
Total	100.	100.	100.	100.

APARTMENTS PER FLOOR.

Tenements with one or two apartments per floor are becoming increasingly less popular and those with four, five and six apartments per floor increasingly more popular. In 1912 seven tenements in every ten erected had but one or two apartments per floor. In 1915 but four tenements in ten contained this number of apartments per floor. In 1912 only one tenement in eight had five or more apartments per floor. In 1915 this had increased to one in three.

APARTMENTS PER FLOOR IN TENEMENTS ERECTED IN BROOKLYN—1912-1915.

Apartments Per Floor	Number of Tenements			
	1912	1913	1914	1915
1	126	59	12	17
2	513	387	238	246
3	26	34	18	14
4	118	165	146	122
5	59	81	80	118
6	37	50	105	108
7	5	4	6	15
8	..	..	2	1
Over 8	..	..	1	..
Total	884	780	608	641

APARTMENTS PER FLOOR IN TENEMENTS ERECTED IN BROOKLYN—1912-1915. (*Continued*)

	PER CENT.			
1	14.3	7.6	2.0	2.6
2	57.9	49.6	39.1	38.4
3	2.9	4.4	2.7	2.2
4	13.3	21.1	24.0	19.1
5	6.7	10.4	13.4	18.5
6	4.3	6.4	17.3	16.9
7	.6	.5	1.0	2.3
8	...	...	.3	...
Over 8	...	...	.2	...
Total	100.	100.	100.	100.

APARTMENTS ON DIFFERENT FLOORS.

Although the number of high tenements erected, and the number of apartments provided in high tenements, are both enjoying a considerable increase, the number of families housed on the higher floors is as yet negligible. In 1914 the apartments provided on the fifth and sixth floors constituted but five per cent of the total apartments provided in new tenements. But that it is on the increase is apparent. In 1912, 22 per cent of the total apartments were situated on or above the fourth story. In 1915, 26.5 per cent of the apartments were so situated. As yet, however, this situation does not begin to compare with that in Manhattan where 55 per cent of the apartments provided in the tenements erected in 1913 were located on or above the fourth story.

The discrepancy between the average height of apartments above the street level is not so great as the relative number housed on different floors. In 1914 this figure was 2.6 stories for Brooklyn while in 1913 it was only 4.2 stories for Manhattan.

APARTMENTS ON DIFFERENT FLOORS IN TENEMENTS ERECTED IN MANHATTAN AND BROOKLYN [1]

Floor	Number of Apartments		Per cent of Apartments	
	Manhattan	Brooklyn	Manhattan	Brooklyn
Basement	149	52	2.32	.60
1	836	1,970	13.06	22.86
2	972	2,211	15.10	25.68
3	971	2,154	15.10	25.02
4	969	1,779	15.10	20.66
5	965	281	15.10	3.26
6	627	163	9.70	1.89
7	216	—	3.36	—
8	207	—	3.22	—
9	181	—	2.82	—
10	137	—	2.14	—
11	97	—	1.51	—
12	85	—	1.34	—
13	6	—	.09	—
14	1	—	.01	—
15	1	—	.01	—
16	1	—	.01	—
17	1	—	.01	—
Total	6,421	8,610	100	100

THE ONE AND TWO FAMILY DWELLING IN BROOKLYN

Of the 150,054 families housed in new buildings in Brooklyn from 1906 to 1915, 8.8 per cent were accommodated in one-family dwellings; 31.2 per cent in two-family dwellings; and 60 per cent in tenements. The proportion of the population cared for in two-family houses has suffered a most serious decrease—the number accommodated thus now being scarcely more than two-fifths of the annual average for the past ten years. In 1908 and 1909 there were more families sheltered in two-family dwellings than in tenements. During the last three years, however, the number of families housed in tenements has been more than fourfold that housed in two-family dwellings. Although the two-family house is steadily losing in popularity, its decline in Brooklyn has not been as rapid as in the Bronx. That borough erected 913 two-family houses in 1906 and only 40 in 1915.

[1] For tenements erected in Manhattan, 1913, and Brooklyn, 1914.

There were approximately 47,000 dwellings and tenements erected in Brooklyn during the ten-year period between 1906 and 1915. A little more than one-fourth of these buildings were one-family dwellings; about one-half were two-family dwellings, and a trifle less than one-fourth were tenements.

The annual number of one-family dwellings erected in Brooklyn during the decade has remained fairly constant, but the annual number of two-family houses and tenements has suffered a great decrease. The number of two-family dwellings erected in 1915 was only 43 per cent of the annual average for the decade. For tenements it was only 60 per cent.

Compared with the Bronx the one-family house in Brooklyn has held its own. In the Bronx the construction of private houses has diminished almost to the vanishing point, decreasing from 258 dwellings in 1908, the banner year, to 97 in 1915. Throughout the last decade Brooklyn has each year on the average constructed nine times as many private residences as the Bronx. During the years 1913 and 1914 Brooklyn constructed 22 private residences when the Bronx built one.

Brooklyn, however, lags behind Queens and Richmond in the erection of private houses. During the past three years Queens has housed nearly as large a population in private residences as in tenements. Richmond, as would naturally be expected, houses nearly all her increased population in either one- or two-family houses.

DWELLINGS AND TENEMENTS ERECTED IN BROOKLYN—1906-1915.

NUMBER OF BUILDINGS[1]

Year	One-Fam. Dwellings	Two-Fam. Dwellings	Total Dwellings	Tenements	Total
1906	1,035	2,988	4,023	1,694	5,717
1907	817	3.144	3,961	1,790	5,771
1908	724	2,958	3,682	631	4,313
1909	1,421	3,159	4,580	603	5,183
1910	1,874	2,966	4,840	1,285	6,125
1911	1,682[2]	3,005[2]	4,687[2]	1,612	6,299
1912	1,204[2]	2,152[2]	3,356[2]	884	4,240
1913	1,814	1,007	2,821	780	3,601
1914	1,230	966	2,196	608	2,804
1915	1,299	1,020	2,319	614	2,960
Total	13,100	23,365	36,465	10,528	46,993
Per cent	27.9	49.7	77.5	22.4	100

DWELLINGS AND TENEMENTS ERECTED IN BROOKLYN—1906-1915. (*Continued*)

NUMBER OF BUILDINGS[1]

NUMBER OF FAMILIES.

1906	1,035	5,976	7,011	12,081	19,092
1907	817	6,288	7,105	13,521	20,626
1908	724	5,916	6,640	4,672	11,312
1909	1,421	6,318	7,739	4,365	12,104
1910	1,874	5,932	7,806	8,930	16,736
1911	1,682[2]	6,010[2]	7,692[2]	11,602	19,294
1912	1,204[2]	4,304[2]	5,508[2]	8,309	13,817
1913	1,814	2,014	3,828	8,716	12,544
1914	1,230	1,932	3,162	8,610	11,772
1915	1,299	2,040	3,339	9,418	12,757
Total	13,100	46,730	59,830	90,224	150,054
Per cent	8.8	31.2	40.0	60.0	100

ONE AND TWO-FAMILY DWELLINGS ERECTED IN NEW YORK—1906-1915.

ONE-FAMILY DWELLINGS.

Year	Manhattan[1]	The Bronx	Brooklyn	Queens[3]	Richmond[3]	City
1906	66	179	1,035	.....	...	.....
1907	65	150	817	.....	...	.....
1908	40	258	724	.....	...	.....
1909	36	256	1,421	.....	...	.....
1910	43	134	1,874	.....	...	.....
1911	31	123	1,684[2]	.....	...	.....
1912	33	73	1,204[2]	2,040	627	3,977
1913	20	74	1,814	1,775	620	4,303
1914	23	55	1,230	1,960	695	3,963
1915	25	97	1,299	2,547	709	4,678
Total	382	1,399	13,100	.....	...	.....

[1] The Bureau of Buildings is unable to report the number of buildings erected in 1911 and 1912. The estimate included here is based on the assumption that the number of families accommodated in dwellings in 1911 and 1912 was in the same proportion as the number of apartments in tenements provided during those years as in the eight above for which the date is reported.

[2] Estimated.

ONE AND TWO-FAMILY DWELLINGS ERECTED IN NEW YORK—1906-1915. (*Continued*)

TWO-FAMILY DWELLINGS.

1906	..	913	2,988	.....	...	.....
1907	..	686	3,144	.....	...	.....
1908	..	688	2,958	.....	...	.....
1909	..	635	3,159	.....	...	.....
1910	..	296	2,966	.....	...	.....
1911	..	268	3,005[2]	.....	...	.....
1912	..	148	2,152[2]	670	103	3,073
1913	..	88	1,007	712	90	1,897
1914	..	38	966	710	111	1,825
1915	..	40	1,020	1,183	127	2,370
Total		3,800	23,365	.....	...	.....

FAMILIES HOUSED IN ONE AND TWO-FAMILY DWELLINGS.

1906	66	2,005	7,011	.....	...	.....
1907	65	1,522	7,105	.....	...	.....
1908	40	1,634	6,640	.....	...	.....
1909	36	1,526	7,739	.....	...	.....
1910	43	726	7,806	.....	...	.....
1911	31	658	7,692[2]	.....	...	.....
1912	33	369	5,508[2]	3,380	833	10,123
1913	20	250	3,828	3,199	800	8,097
1914	23	131	3,162	3,380	917	7,613
1915	25	177	3,339	4,913	963	9,418
Total	382	8,999	59,830	.....	...	.....

Table includes dwellings in buildings with store.

[1] One- and two-family dwellings not separated by the Manhattan Bureau of Buildings.
[2] Estimated.
[3] The buildings bureaus of Queens and Richmond have no record of completed buildings prior to 1912.

TENEMENTS ERECTED IN CITY OF NEW YORK—1906-1915.

Year	Manhattan	The Bronx	Brooklyn	Queens	Richmond	City of New York
1906	1,172	581	1,694	327	0	3,774
1907	812	454	1,790	415	0	3,471
1908	378	270	631	150	1	1,430
1909	294	547	603	229	3	1,676
1910	273	744	1,283	392	4	2,698
1911	225	585	1,612	505	7	2,934
1912	189	475	884	335	2	1,885
1913	178	519	780	314	3	1,794
1914	119	232	608	281	2	1,242
1915	143	313	641	268	0	1,365
Total	3,783	4,720	10,468	3,216	22	22,269
Per cent	17.0	21.4	47.0	14.5	0.1	100

APARTMENTS IN TENEMENTS ERECTED IN NEW YORK—1906-1915.

	Manhattan	The Bronx	Brooklyn	Queens	Richmond	City of N. Y.
1906	29,465	11,762	12,576	1,576	0	54,884
1907	22,035	8,173	13,521	2,071	0	45,800
1908	11,240	3,636	4,672	829	6	20,383
1909	9,290	7,173	4,365	1,083	30	21,941
1910	9,344	12,092	8,930	1,731	16	32,113
1911	7,839	10,808	11,602	2,488	21	32,758
1912	6,860	9,717	8,309	1,848	29	26,763
1913	6,421	10,815	8,716	2,070	16	28,038
1914	4,125	5,626	8,610	2,179	32	20,572
1915	4,783	7,271	9,418	2,147	0	23,619
Total	111,402	87,072	90,224	18,022	150	306,871
Per cent	36.3	28.3	29.5	5.9		100

FAMILIES HOUSED AT DIFFERENT DENSITIES IN TENEMENTS ERECTED IN BROOKLYN, 1912.

Number of Families in Tenements of Different Densities.

Number of Families. Per Acre.	Number of Families. Per 25-ft. Lot.	Stories in Height. Two.	Three.	Four.	Five.	Six.	Total.	Cumulative. Total.	Per Cent.	Cumulative. Per Cent.
31-40	1.9-2.3	4	...	...	...	...	4	4	...	...
41-50	2.4-2.8	...	3	...	...	...	3	7	...	.1
51-60	2.9-3.4	16	36	16	...	...	68	75	.8	.9
61-70	3.5-4.0	22	204	...	...	...	226	301	2.7	3.6
71-80	4.1-4.6	...	48	35	...	...	83	384	1.0	4.6
81-90	4.7-5.2	100	176	45	...	...	321	705	3.9	8.5
91-100	5.3-5.7	...	228	69	...	...	297	1,002	3.6	12.1
101-110	5.8-6.3	...	309	229	...	...	538	1,540	6.5	18.6
111-120	6.4-6.9	...	126	271	...	...	397	1,937	4.8	23.4
121-130	7.0-7.5	...	757	357	...	...	1,114	3,051	13.4	36.8
131-140	7.6-8.0	...	28	556	...	...	584	3,635	7.0	43.8
141-150	8.1-8.6	...	85	311	21	...	417	4,052	5.0	48.8
151-160	8.7-9.2	...	30	452	...	...	482	4,534	5.8	54.6
161-170	9.3-9.8	...	54	413	16	...	483	5,017	5.8	60.4
171-180	9.9-10.3	...	22	824	30	...	876	5,893	10.5	70.9
181-190	10.4-10.9	...	...	210	...	...	210	6,103	2.5	73.4
191-200	11.0-11.5	...	...	398	43	...	441	6,544	5.3	78.7
201-210	11.6-12.1	...	...	144	...	37	181	6,725	2.2	80.9
211-220	12.2-12.6	...	...	147	70	48	265	6,990	3.2	84.1
221-230	12.7-13.2	...	...	48	53	...	101	7,091	1.2	85.3
231-240	13.3-13.8	...	...	137	24	...	161	7,252	2.0	87.3
241-250	13.9-14.3	...	...	52	...	...	52	7,304	.6	87.9
251-260	14.4-14.9	...	...	13	29	16	58	7,362	.7	88.6
261-270	15.0-15.5	...	...	16	64	20	100	7,462	1.2	89.8
271-280	15.6-16.1	...	...	19	54	28	101	7,563	1.2	91.0
281-290	16.2-16.6	...	...	...	31	117	148	7,711	1.8	92.8
291-300	16.7-17.2	...	...	...	...	17	17	7,728	.2	93.0
301-310	17.3-17.8	...	...	...	28	121	149	7,877	1.8	94.8
311-320	17.9-18.4	...	...	...	...	67	67	7,944	.8	95.6
321-330	18.5-18.9	...	...	27	...	207	234	8,178	2.8	98.4
331-340	19.0-19.5	...	...	...	12	74	86	8,264	1.0	99.4
341-350	19.6-20.0	...	...	...	...	...	...	...	...	...
351-360	20.1-21.6	...	...	...	...	45	45	8,309	.6	100
TOTAL,		142	2,106	4,789	475	797	8,309			
PER CENT,		1.7	23.3	57.7	5.7	9.6	100			

FAMILIES HOUSED AT DIFFERENT DENSITIES IN TENEMENTS ERECTED IN BROOKLYN, 1913.

Number of Families in Tenements of Different Densities.

Number of Families. Per Acre.	Number of Families. Per 25-ft. Lot.	Stories in Height. Two.	Three.	Four.	Five.	Six.	Total.	Cumulative Total.	Per Cent.	Cumulative. Per Cent.
41-50	2.4-2.8	...	36	...	...	...	36	36	.4	.4
51-60	2.9-3.4	...	6	4	...	...	10	46	.1	.5
61-70	3.5-4.0	4	45	28	...	...	77	123	.9	1.4
71-80	4.1-4.6	32	22	87	...	...	141	264	1.6	3.0
81-90	4.7-5.2	292	115	59	...	...	466	730	5.4	8.4
91-100	5.3-5.7	3	82	132	...	...	217	947	2.5	10.9
101-110	5.8-6.3	...	172	265	...	...	437	1,384	5.0	15.9
111-120	6.4-6.9	...	41	276	...	...	317	1,701	3.6	19.5
121-130	7.0-7.5	...	578	382	68	...	1,028	2,729	11.8	31.3
131-140	7.6-8.0	...	28	982	20	...	1,030	3,759	11.8	43.1
141-150	8.1-8.6	...	30	451	...	...	481	4,240	5.5	48.6
151-160	8.7-9.2	...	...	493	20	...	513	4,753	5.9	54.5
161-170	9.3-9.8	...	10	334	21	30	395	5,148	4.5	59.0
171-180	9.9-10.3	...	72	1,003	...	37	1,112	6,260	12.8	71.8
181-190	10.4-10.9	...	5	292	9	40	346	6,606	4.0	75.8
191-200	11.0-11.5	...	16	687	...	33	736	7,342	8.5	84.3
201-210	11.6-12.1	...	...	234	...	35	269	7,611	3.1	87.4
211-220	12.2-12.6	...	...	54	100	...	154	7,765	1.8	89.2
221-230	12.7-13.2	...	...	18	29	...	47	7,812	.5	89.7
231-240	13.3-13.8	...	...	60	...	...	60	7,872	.7	90.4
241-250	13.9-14.3	...	...	40	...	...	40	7,912	.5	90.9
251-260	14.4-14.9	...	...	...	...	...	...	...	...	...
261-270	15.0-15.5	...	...	...	66	101	167	8,079	1.9	92.8
271-280	15.6-16.1	...	...	14	30	81	125	8,204	1.4	94.2
281-290	16.2-16.6	...	...	...	...	67	67	8,271	.7	94.9
291-300	16.7-17.2	...	...	...	32	35	67	8,338	.8	95.7
301-310	17.3-17.8	...	...	...	...	233	233	8,571	2.6	98.3
311-320	17.9-18.4	...	...	...	63	33	96	8,667	1.1	99.4
321-330	18.5-18.9	...	...	...	21	...	21	8,688	.3	99.7
331-340	19.0-19.5	...	...	...	...	...	...	...	...	...
341-350	19.6-20.0	...	...	...	...	28	28	8,716	.3	100
TOTAL,		331	1,258	5,895	479	753	8,716			
PER CENT.,		3.8	14.4	67.7	5.5	8.6	100			

FAMILIES HOUSED AT DIFFERENT DENSITIES IN TENEMENTS ERECTED IN BROOKLYN, 1914.

Number of Families. Per Acre.	Number of Families. Per 25-ft. Lot.	Number of Families in Tenements of Different Densities. Stories in Height. Two.	Three.	Four.	Five.	Six.	Total.	Cumulative Total.	Per Cent.	Cumulative. Per Cent.
41-50	2.4-2.8	4	...	...	...	...	4	4	...	...
51-60	3.5-4.0	24	24	16	...	...	64	68	.7	.8
71-80	4.1-4.6	28	120	...	...	...	148	216	1.7	2.5
81-90	4.7-5.2	44	24	65	...	15	148	364	1.7	4.2
91-100	5.3-5.7	24	179	32	...	...	235	599	2.7	6.9
101-110	5.8-6.3	...	251	189	...	...	440	1,039	5.1	12.0
111-120	6.4-6.9	...	46	168	...	...	514	1,553	6.0	18.0
121-130	7.0-7.5	...	374	159	...	...	533	2,086	6.3	24.3
131-140	7.6-8.0	...	78	498	40	25	641	2,727	7.5	31.8
141-150	8.1-8.6	...	17	397	42	...	456	3,183	5.1	36.9
151-160	8.7-9.2	...	...	279	31	...	310	3,493	3.6	40.5
161-170	9.3-9.8	...	...	422	21	...	443	3,936	5.2	45.7
171-180	9.9-10.3	...	8	912	44	...	964	4,900	11.2	56.9
181-190	10.4-10.9	...	...	331	20	25	376	5,276	4.3	61.2
191-200	11.0-11.5	...	...	1,662	...	...	1,662	6,938	19.3	80.5
201-210	11.6-12.1	...	...	273	63	...	336	7,274	3.9	84.4
211-220	12.2-12.6	...	...	54	160	...	214	7,488	2.5	86.9
221-230	12.7-13.2	...	...	41	127	45	213	7,701	2.5	89.4
231-240	13.3-13.8	...	...	...	24	18	42	7,743	.5	89.9
241-250	13.9-14.3	...	...	...	...	41	41	7,784	.5	90.4
251-260	14.4-14.9	...	...	...	...	105	105	7,889	1.2	91.6
261-270	15.0-15.5	...	...	...	...	137	137	8,026	1.6	93.2
271-280	15.6-16.1	...	...	20	...	74	94	8,120	1.1	94.3
281-290	16.2-16.6	...	...	...	...	159	159	8,279	1.8	96.1
291-300	16.7-17.2	...	...	...	...	41	41	8,320	.5	96.6
301-310	17.3-17.8	...	...	...	...	130	130	8,450	1.5	98.1
311-320	17.9-18.4	...	...	...	...	70	70	8,520	.8	98.9
321-330	18.5-18.9	...	...	...	...	28	28	8,548	.3	99.2
331-340	19.0-19.5	...	...	...	...	22	22	8,570	.3	99.5
341-350	19.6-20.0	...	...	...	...	40	40	8,610	.5	100
TOTAL,		124	1,121	5,818	578	975	8,610			
PER CENT.,		1.4	13.0	67.5	6.6	11.3	100			

FAMILIES HOUSED AT DIFFERENT DENSITIES IN TENEMENTS ERECTED IN BROOKLYN, 1915.

Number of Families. Per Acre.	Number of Families. Per 25-ft. Lot.	Number of Families in Tenements of Different Densities. Stories in Height. Two.	Three.	Four.	Five.	Six.	Total.	Cumulative Total.	Per Cent.	Cumulative. Per Cent.
41-50	2.4-2.8	...	6	...	...	...	6	6	.1	.1
51-60	2.9-3.4	...	12	...	...	...	12	18	.1	.2
61-70	3.5-4.0	20	15	60	...	...	95	113	1.0	1.2
71-80	4.1-4.6	...	37	...	...	...	37	150	.4	1.6
81-90	4.7-5.2	20	210	22	...	...	262	412	2.8	4.4
91-100	5.3-5.7	...	66	95	...	...	161	573	1.7	6.1
101-110	5.8-6.3	...	512	173	...	...	685	1,258	7.2	13.3
111-120	6.4-6.9	...	36	196	...	...	232	1,490	2.5	15.8
121-130	7.0-7.5	...	174	264	...	...	438	1,928	4.6	20.4
131-140	7.6-8.0	...	41	745	...	36	822	2,750	8.7	29.1
141-150	8.1-8.6	...	53	406	...	29	488	3,238	5.2	34.3
151-160	8.7-9.2	...	...	415	...	...	415	3,653	4.4	38.7
161-170	9.3-9.8	...	...	327	...	...	327	3,980	3.5	42.2
171-180	9.9-10.3	...	...	1,185	58	34	1,279	5,257	13.6	55.8
181-190	10.4-10.9	...	...	545	26	...	571	5,828	6.1	61.9
191-200	11.0-11.5	...	...	1,684	23	...	1,707	7,535	18.1	80.0
201-210	11.6-12.1	...	9	226	...	36	271	7,809	2.8	82.8
211-220	12.2-12.6	...	...	131	50	30	211	8,017	2.2	85.0
221-230	12.7-13.2	...	...	31	...	...	31	8,048	.4	85.4
231-240	13.3-13.8	...	...	16	29	30	75	8,123	.8	86.2
241-250	13.9-14.3	...	...	33	...	41	74	8,197	.8	87.0
251-260	14.4-14.9	...	...	...	57	70	127	8,324	1.3	88.3
261-270	15.0-15.5	...	...	...	...	130	130	8,454	1.4	89.7
271-280	15.6-16.1	...	...	...	...	102	102	8,556	1.1	90.8
281-290	16.2-16.6	...	...	23	...	70	93	8,649	.9	91.7
291-300	16.7-17.2	...	...	...	...	75	75	8,724	.8	92.5
301-310	17.3-17.8	...	...	...	...	492	492	9,216	5.3	97.8
311-320	17.9-18.4	...	...	...	...	97	97	9,313	1.0	98.9
321-330	18.5-18.9	...	...	...	...	64	64	9,377	.7	99.5
331-340	19.0-19.5	...	...	...	...	...	...	...	...	...
341-350	19.6-20.0	...	...	...	...	41	41	9,418	.5	100
TOTAL,		40	1,171	6,587	243	1,377	9,418			
PER CENT.,		4.1	12.0	70.8	2.50	14.2	100			

FAMILIES HOUSED AT DIFFERENT DENSITIES IN TENEMENTS ERECTED IN MANHATTAN IN 1914.

Number of Families.		Number of Families in Tenements of Different Densities.								
		Stories in Height.								
Per Acre.	Per 25-ft. Lot.	Five.	Six.	Eight.	Nine.	Ten.	Twelve.	Total.	Cumulative. Total.	Per Cent.	Cumulative. Per Cent.
51-60	2.9-3.4	...	...	...	...	...	15	15	15	.4	.4
91-100	5.3-5.7	...	...	...	...	...	22	22	37	.5	.9
111-120	6.4-6.9	...	...	38	...	...	...	38	75	.9	1.8
121-130	7.0-7.5	...	95	34	...	...	60	189	264	4.6	6.4
131-140	7.6-8.0	...	84	...	20	...	127	231	495	5.6	12.0
141-150	8.1-8.6	78	125	37	...	...	25	265	760	6.4	18.4
151-160	8.7-9.2	73	173	...	...	...	...	246	1,006	6.0	24.4
161-170	9.3-9.8	21	71	...	...	...	...	92	1,098	2.2	26.6
171-180	9.9-10.3	200	98	...	...	48	...	346	1.444	8.4	35.0
181-190	10.4-10.9	262	176	...	...	...	34	509	1,953	12.4	47.4
191-200	11.0-11.5	162	...	...	110	...	...	272	2,225	6.6	54.0
201-210	11.6-12.1	76	...	...	...	...	...	76	2,301	1.9	55.9
211-220	12.2-12.6	31	135	...	...	127	100	393	2,694	9.5	65.4
221-230	12.7-13.2	64	...	...	...	...	98	162	2,856	3.9	69.3
231-240	13.3-13.8	238	118	...	68	79	178	681	3,537	16.5	85.8
241-250	13.9-14.3	50	...	...	...	...	...	50	3,587	1.2	87.0
251-260	14.4-14.9	...	98	...	...	84	...	182	3,769	4.4	91.4
261-270	15.0-15.5	...	...	...	...	...	...	...	...	...	...
271-280	15.6-16.1	...	41	...	...	...	...	41	3,810	1.0	92.4
281-290	16.2-16.6	...	...	34	...	...	...	34	3,844	.8	93.2
291-300	16.7-17.2	...	...	...	...	...	...	...	...	...	...
301-310	17.3-17.8	...	15	...	...	...	...	15	3,859	.4	93.6
311-320	17.9-18.4	...	112	...	...	...	...	112	3,971	2.7	96.3
321-330	18.5-18.9	...	...	...	...	...	...	...	...	...	...
331-340	19.0-19.5	...	50	...	...	...	49	99	4,070	2.4	98.7
341-350	19.6-20.0	...	...	...	...	...	...	...	...	...	...
351-360	20.1-21.6	...	...	...	...	...	...	...	...	...	...
361-370	21.7-22.2	...	22	...	...	...	...	22	4,092	.5	99.2
371-380	22.3-22.8	...	33	...	...	...	...	33	4,125	.8	100
381-390	22.9-23.3	...	...	...	...	...	...	...	...	...	...
TOTAL,		1,255	1,446	180	198	338	708	4,125			
PER CENT.,		30.4	35.0	4.4	4.7	8.2	17.3	100			

FAMILIES HOUSED AT DIFFERENT DENSITIES IN TENEMENTS ERECTED IN FLATBUSH IN 1915

(Area bounded by Fort Hamilton Parkway, Flatbush Avenue, Cortelyou Road and Gravesend Avenue.)

Number of Families Per Acre.	Number of Families in Tenements of Different Densities. Three Stories.	Four Stories.	Total.
81-90	156	16	172
91-100	...	33	33
101-110	35	78	113
111-120	...	35	35
121-130	...	48	48
131-140	...	128	128
151-160	...	29	29
TOTAL	191	367	558
PER CENT.	34.2	65.8	100
BUILDINGS	32	21	53

FAMILIES HOUSED AT DIFFERENT DENSITIES IN TENEMENTS ERECTED IN BROWNSVILLE, 1915.

(Area bounded by Prospect Place, Rockaway Avenue, Livonia Avenue, East 98th Street, Clarkson Avenue and Utica Avenue.)

Number of Families Per Acre.	Number of Families in Tenements of Different Densities. Three Stories.	Four Stories.	Total.
41-50	3	...	3
61-70	12	...	12
101-110	77	...	77
111-120	...	32	32
121-130	4	...	4
131-140	...	18	18
141-150	...	64	64
151-160	...	136	136
161-170	...	50	50
171-180	...	83	83
181-190	...	205	205
191-200	...	744	744
201-210	...	20	20
211-220	...	13	13
241-250	...	13	13
TOTAL	96	1,378	1,474
PER CENT.	6.5	93.5	100
BUILDINGS	19	69	88

FAMILIES HOUSED AT DIFFERENT DENSITIES IN TENEMENTS ERECTED IN EAST NEW YORK, 1915.

(Area bounded by Belmont Avenue, Vermont Street, Hegeman Avenue and Rockaway Avenue.)

Number of Families Per Acre.	Number of Families in Tenements of Different Densities. Two Stories.	Three Stories.	Four Stories.	Total.
81-90	12	...	...	12
91-100	...	60	...	60
101-110	...	289	...	289
121-130	...	27	...	27
131-140	...	17	32	49
141-150	...	47	...	47
151-160	...	...	23	23
171-180	...	...	56	56
191-200	...	...	839	839
201-210	...	...	134	134
211-220	...	...	40	40
TOTAL	12	440	1,124	1,576
PER CENT.	.8	27.9	71.3	100
BUILDINGS	3	75	55	133

FAMILIES HOUSED AT DIFFERENT DENSITIES IN TENEMENTS ERECTED IN WILLIAMSBURGH, 1915.

(Area bounded by North 7th Street, Union Avenue, Howard Street and Flushing Avenue.)

Number of Families Per Acre.	Number of Families in Tenements of Different Densities. Six Stories.
171-180	34
201-210	36
211-220	30
231-240	30
241-250	41
251-260	70
261-270	130
271-280	102
281-290	70
291-300	35
301-310	394
321-330	64
341-350	41
TOTAL	1,077
PER CENT.	100
BUILDINGS	32

TENEMENT HOUSE COMMITTEE OF THE BROOKLYN BUREAU OF CHARITIES.

Darwin R. James, Jr., *Chairman*
James Jenkins, Jr., *Superintendent*
Albert De Silver
Guy Du Val
William P. Earle
Hersey Egginton
Edward A. Freshman
Walter Hammitt
William E. Harmon
James P. Heaton
Ralph K. Jacobs
Sidney R. Kennedy
Charles Coleman Miller
Charles F. Neergaard
Louis H. Pink
Frederic B. Pratt
James G. Purdy
Thomas J. Riley, Ph.D.
Arthur E. Wakeman
Alexander M. White
Alfred T. White
John G. Gebhart, *Secretary*

MSH 21078

END OF
TITLE